



Cultural Well-Being and Local Government: Report 2: *Resources for developing cultural strategies and measuring cultural well-being*

This, the second of three reports that make up this literature summary, comprises references (including weblinks) to resources that could be of interest and use to local government practitioners, in particular for cultural well-being-related planning and implementation processes. Listed and discussed are:

- ‘toolkits’ that have been developed by a variety of national and international agencies that could be adapted for New Zealand local government purposes;
- discussion of cultural mapping and needs analyses literature;
- cultural planning report; and
- key cultural statistics and indicators that may have relevance for measuring cultural well-being and its impacts.

The explicit inclusion of cultural well-being in the Local Government Act 2002 represents a significant shift for councils. It does, however, recognise that New Zealand local government has had a broad and long-standing commitment to the development of cultural activities.

Councils have been involved for decades - to varying degrees - in the provision of libraries, museums, art galleries, theatres, sport and recreation facilities, and support for festivals, events, facilities and organisations important to particular groups within the community. This involvement includes the provision of facilities, the making of grants, and other forms of assistance such as rates concessions.

However, while this activity will now be described under ‘cultural well-being’, this is a term not defined in the Act; it is intended to have an everyday meaning embracing the range of potential activities. The Act does not place any specific obligation on councils to undertake such activities and what it will mean in practice will vary from community to community according to their particular character and preferences.

Cultural planning

Toolkits

There is a wide variety of what might be termed ‘toolkits’ readily available, many of which have elements which could be used for the planning, implementation and evaluation of cultural well-being-related activity by local government in New Zealand. The following references can be useful in different contexts:

- Creative New Zealand/Hillary Commission (n.d. [1999]), *The Tool Kit / Te Kete Awhina – A Planning tool for Community Consultation and Quality Decision-making in Local Authorities*. This report guides decision makers through a consultation process intended to gather information from diverse communities.
www.creativenz.govt.nz/resources/publication.html
- Department for Culture, Media and Sport (2000), *Creating Opportunities: Guidance for Local Authorities in England on Local Cultural Strategies*. Section B of this publication is intended as a practical help for authorities developing their Local Cultural Strategies. It is based on current good management practice: “The main aim of a Local Cultural Strategy is to promote the cultural well-being of the area”.
www.culture.gov.uk/global/publications/archive_2000/Local_cultural_strategy.htm
- Department for Culture, Media and Sport (2004a), *The DCMS Evidence Toolkit (DET)*. The purpose of this United Kingdom toolkit is to help users access and collate data on the cultural sector. It establishes a ‘blueprint’ for this purpose by outlining a standard conceptual and technical definition of the cultural sector, provides a reference point on how to use key data resources for a range of purposes and outlines some best practice measures for researching the (UK) cultural sector.
www.culture.gov.uk/global/research/det
- Department for Culture, Media and Sport (2004c), *Leading the Good Life: Guidance on Integrating Cultural and Community Strategies*. This document seeks to provide practical guidance to aid the integration of planning for cultural development with community planning and the production of community plans or strategies. It draws on experience and good practice throughout. This guide was produced for the DCMS Local Government Team by the consultancy Creative Cultures.
www.culture.gov.uk/global/publications/archive_2004
- Grogan et al (1995), *The Cultural Planning Handbook: an Essential Australian Guide*. This handbook outlines the key steps to take in working up a cultural plan. It includes tools such as how to facilitate small groups as well as how to go about cultural mapping/ cultural assessment.
- Ministry of Tourism (2004), *The Tourism Planning Tool Kit*. This comprehensive toolkit is designed to help councils plan for tourism-related issues. It covers situation analysis, strategic planning, implementation and monitoring performance.
www.tourism.govt.nz/tourism-toolkit/index.html
- NSW Ministry for the Arts and NSW Department of Local Government (2004), *Cultural Planning Guidelines for Local Government*. These guidelines were created to assist councils in preparing cultural plans for their communities. They incorporate

policy principles for cultural planning, discuss the background and benefits of cultural planning, and provide guidelines and a step-by-step guide.

www.dlg.nsw.gov.au

- *Quality Planning - The Environmental Planning Resource Site* (2004). This site is maintained by the Ministry for the Environment. The purpose of the Quality Planning website is to promote best practice in the development of plans under the Resource Management Act 1991.
www.qualityplanning.org.nz
- HM Treasury et al (UK, 2001), *Choosing the Right Fabric. A Framework for Performance Information*. This framework sets out the general principles behind producing high quality performance information, including the practical issues in putting a system in place. The framework can be accessed through:
www.hm-treasury.gov.uk

A useful discussion of UK and Australian resources in the main is contained in the following references:

- McKinlay Douglas (2004), pp 67-109.
- Old, but still useful, is Kins, A and B Peddie (1996), *Planning a Complete Community. A Cultural Planning Guide for Local Government* (Community Arts Network, WA).

Although the use of culture in local and regional regeneration projects has not been a strong feature in New Zealand local government, it is a strong theme, particularly in the United Kingdom. See:

- Evans, G and P Shaw (2004), *The Contribution of Culture to Regeneration in the United Kingdom: A Review of Evidence* ('A report to the Department for Culture, Media and Sport', January 2004)
- Department for Culture, Media and Sport (2004), *Culture at the Heart of Regeneration* (DCMS, London).

Cultural mapping and needs analyses

Making a stocktake, inventory or resource audit of cultural assets has been an activity often proposed to be undertaken by councils. The Ministry for Culture and Heritage is aware of the desire of many councils to have better information on the assets of cultural, and, especially, heritage value in their localities. The sheer enormity of the task means that, in practice, this is generally undertaken within geographically defined districts, usually urban. Despite this, there has been the development of methodologies of "cultural mapping" as a tool for arts, cultural and heritage planners.

More an approach than a toolkit, cultural mapping methodology is non-programmatic and prescriptive in its processes. It is of interest in respect to the effort expended to analyse the history, contexts and opportunities afforded by communities especially in regard to exploiting cultural tourism opportunities.

Local government – cultural planning case studies

These three United Kingdom examples are instances of cultural planning at a local level:

- *Lewisham Local Cultural Strategy* (2002), which aims to “promote the cultural well-being’ of the area. The strategy covers the benefits of a local cultural strategy, the strategic context, the borough’s profile, the consultation process, strategic aims and objectives, delivery mechanisms and plan, and monitoring and evaluation.
www.lewisham.gov.uk
- *Hackney Cultural Strategy: Support for Creative and Cultural Industries* (2002). This adopts a similar approach to that used by Lewisham but with greater emphasis on the creative and cultural industries.
www.hackney.gov.uk
- *Future Perfect. Planning for our Cultural Futures. A Cultural Strategy for Rotherham* (3 vols., 2003). These documents detail strategic context, local priorities, action plans, funding, monitoring etc.
www.rotherham.gov.uk

Two useful reports, which include case studies from the UK local government sector, focus on how local government programmes can also help deliver central government objectives more effectively and creatively:

- Improvement and Development Agency (n.d. [2004?]), *Something to Shout About! Cultural Connections: Cultural Services and Better Public Service Delivery* (Improvement and Development Agency, London).
- Angela Watson and Associates (2004), *Developing a Performance Profile for Local Authority Cultural Services* (Department for Culture, Media and Sport, London. July 2004). The process involved reviewing performance management frameworks, models, standards, tools, measures and sources of performance data for the cultural sector, and the testing of a draft profile with six councils. [Developing a Performance Profile for Local Authority Cultural Services Report](#) PDF (705kb)

Cultural indicators and statistics

In both central and local government, policies and programmes are undertaken to achieve a particular outcome. Indicators and statistics can help tell whether or not those outcomes are being achieved.

While statistics may have a merely descriptive function, an indicator is generally understood as being defined and collected in order to meet a defined policy, analysis or evaluation/auditing purpose. Indicators are “politically relevant but simple, easily understood gauges of development in the cultural area” (Nylof, 1997). The characteristics of indicators include that they are:

- relevant to the outcome of interest;
- grounded in research;
- statistically sound;
- able to be disaggregated;

- timely;
- based on broad support and interest; and
- consistent over time.

The development of cultural indicators in New Zealand does not yet equal the scope of those indicators collected for, say, social or economic well-beings. However, the Ministry for Culture and Heritage has undertaken a number of surveys of note, which can be found on the Ministry's cultural well-being website:

<http://www.mch.govt.nz/cwb/index.html>. This site features updates of indicators and statistics relevant to local government and cultural well-being (including those discussed below), including regional cuts of national cultural statistics which have been developed to inform the cultural well-being workshops held with local government staff (April-June 2005).

As part of the Cultural Statistics programme (Ministry for Culture and Heritage and Statistics New Zealand), the report *Government Spending on Culture* is being updated. This report contains details of expenditure by central government departments, the New Zealand Lottery Grants Board and local government for the years 1999-2004. The information is collected from Estimates of Appropriations and annual reports, including those of all local authorities, for expenditure items that fall within the categories of the *New Zealand Framework for Cultural Statistics*.

The Ministry for Culture and Heritage recognises that reporting cultural expenditure is not the primary purpose of local government annual reports. This can result in a wide variance in the level of detail reported which may not, therefore, take account of every item of cultural expenditure by local government. However, the Ministry for Culture and Heritage and Statistics New Zealand, will, in 2005, be working with local government on ways in which local government expenditure is recorded in order to be able to provide ways to more accurately and usefully reflect cultural well-being funding. Preliminary findings from this work have been presented at the Ministry's cultural well-being workshops held with local government staff (April-June 2005). Enquiries about this work may be directed to: culturalwell-being@mch.govt.nz

The report *Employment in the Cultural Sector* is currently being updated by Statistics New Zealand under the auspices of the Cultural Statistics programme and will be available in June 2005. The Ministry for Culture and Heritage is also working to develop a set of cultural indicators, which will be available in June 2005. The purpose of the project is to identify some key indicators that can draw on reliable data sources that are readily available and regularly updated, to enable changes over time in the cultural sector to be tracked by central and local government, to inform both development and monitoring of cultural policy.

The indicator framework is divided into the following "outcome themes": "Engagement", "Cultural Identity" "Diversity" "Social Cohesion" and "Economic Development", and under each theme are a number of "desired outcome" statements. The Ministry is in the process of finalising an initial set of indicators, including some where purpose-built surveys will need to be developed, if data is not available for the indicator of interest.

If you wish to discuss any of the above data exercises with the Ministry for Culture and Heritage, please contact us on culturalwell-being@mch.govt.nz

Statistics New Zealand have webpages on their site under the title of ‘The Local Government Connection’. This gathers together a wide variety of statistics of relevance to local government, including the on-going *Linked Indicators* work. See:

<http://www.stats.govt.nz/products-and-services/newsletters/local-govt-connection.htm>

The development of indicators and statistics for cultural well-being purposes – which includes relevant indicators largely collected for social, economic and environmental well-being purposes - is by no means an easy task, and many international, national and regional agencies are grappling with the task (see Baeker 2002, Mercer 2002, 2004 and 2005 [incl. ‘cultural indicator sets’], IFACCA 2004, UNESCO 1998 and 2000).

On issues related to cultural well-being, other New Zealand related resources include the following:

- The *Linked Indicators Project* will link regional and national datasets related to sustainable development. This work is being undertaken by Statistics New Zealand, working with other government departments and Local Government New Zealand. The project is producing regional reports and seeks to align indicators with local government processes and needs.
- The *Quality of Life Indicators Project* (<http://www.bigcities.govt.nz/>) was established in 1999 to provide social, economic and environmental indicators of quality of life for local government use. It now covers twelve territorial authorities, following reports issued in 2001 and 2003. While relatively few of the indicators are cultural-specific, the project is on-going and provides a basis for local government-driven collection of statistics and indicators.
- The Ministry of Social Development issues its annual *Social Report*, the production of which sets influential policy directions and has changed methods of indicator/statistic generation in New Zealand.
- The Tourism Research Council New Zealand has compiled a comprehensive tourism data-set and index of New Zealand tourism research, while the Ministry of Tourism has issued a *Review of Core Tourism Statistics*.
- There is a growing literature on the development of New Zealand-specific historic heritage indicators, with work being undertaken by the Historic Places Trust (McClellan 2005) and the Auckland Regional Council (See ARC 2005a-c and Coffin 2005).
- Statistics New Zealand (2002) notes that the impact of applying Māori concepts of well-being to the production of statistics is “still ambiguous”. It takes a capability approach, whereby well-being is conceived as “people directing their lives according to what they themselves value...to realise the kind of life they wish to live”. Well-being is differentiated from ‘development’ (which is envisaged as more about “expanding opportunities”); “Culture is both a cause and effect of development” (Wereta 2002).

How to evaluate, report and audit the impact of cultural well-being policies and actions

The art of evaluation lies in ensuring that the measurable does not drive out the immeasurable

UK Audit Commission (quoted in IFACCA (2004), p.13)

As well as the literature around more generic local government performance measures (eg. Arts Council England (2003); Audit Commission UK/IDeA; Commonwealth Local Government Forum (2000); Jackson & Herranz Jr. (2002), Office of the Auditor-General (2005)), more specific cultural well-being-related key references are:

- Arts Council England publishes a number of information sheets on their website - www.artscouncil.org.uk - including one on self-evaluation for arts, culture and heritage organisations. Also of note is Arts Council England et al (2003), *The Local Performance Indicators for the Arts* http://www.local-pi-library.gov.uk/PI_arts.pdf. This report sets out a broad range of 'off-the-shelf' quality approved performance indicators, intended for UK local authorities to voluntarily select and use as appropriate to their local circumstances. The indicators were developed to meet the need for more consistent and comparable measures of the role local authorities play in supporting the arts.
- In the evaluation of the impact of museums and art galleries in communities, an influential recent report is that developed by Maxwell Anderson at the Getty Leadership Institute, which details "metrics of success" (2004).
- [Auditing the Future](#) - an Office of the Auditor-General project that is working with local government to put in place the resources, standards and the know-how to successfully and credibly audit Long-term Council Community Plans (LTCCPs). The project also aims to share and promote best practice in long-term planning.
- Audit Commission UK and the Improvement and Development Agency (IDeA) have developed a library of local performance indicators. A wide range of indicators are available. The library can be accessed on this website: www.local-pi-library.gov.uk/index.shtml
- Effective Change, for Arts Victoria, Darebin City Council, City of Whittlesea and VicHealth (2002), *Evaluating Community Arts and Community & Community Well-Being – An Evaluation Guide for Community Arts Practitioners*. The guide provides a comprehensive base for undertaking evaluations. It contains advice on practical and processes issues, and tools to use. www.arts.vic.gov.au
- Local Government Association/Essex County Council (2003), *Creative Consequences: The Contribution and Impact of the Arts in Essex: 2001/02* (LGA Publications, London). This study was undertaken to form an ongoing knowledge base about the economic and social impact of the arts in Essex. www.lga.gov.uk/publication.asp?lsection=0&ccat=5X26B2-A781C4B0

- The *Pathfinder Project* run by the State Services Commission has several documents that may assist in developing outcomes and identifying indicators. While these have been written for central government agencies the principles outlined apply to local government. These documents can be downloaded at: <http://io.ssc.govt.nz/pathfinder/information.asp>